

CQ

CONGRESSIONAL QUARTERLY
Weekly Report

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VOL. XVIII
PAGES 1979-1991

No. 52

WEEK ENDING DEC. 23, 1960

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What's Ahead?

Dates are listed as released by sources and are sometimes subject to change.

Committee Hearings

Jan. 10 -- CONTROL OF TEAMSTERS IN NEW YORK CITY, Senate Government Operations, Investigations Subc.

Political Events

Jan. 3 -- 87th CONGRESS CONVENES.
Jan. 6 -- COUNTING OF ELECTORAL BALLOTS.
Jan. 6-7 -- REPUBLICAN NATIONAL COMMITTEE, meeting, Sheraton Park Hotel, Washington, D.C.
Jan. 20 -- PRESIDENTIAL INAUGURAL.
March 5-7 -- NINTH ANNUAL REPUBLICAN WOMEN'S CONFERENCE, Sheraton Park Hotel, Washington, D.C.

Other Events

Jan. 7-10 -- NATIONAL SWIMMING POOL INSTITUTE, 4th annual convention and exposition, Dallas.
Jan. 8-10 -- NATIONAL PRESERVERS ASSN., annual convention, Galt Ocean Mile Hotel, Fort Lauderdale, Fla.
Jan. 9-10 -- NORTHWEST CANNERS AND FREEZERS ASSN., annual meeting, Multnomah Hotel, Portland, Ore.
Jan. 9-12 -- NATIONAL RETAIL MERCHANTS ASSN., 50th annual convention, Statler Hotel, New York City.
Jan. 9-12 -- NATIONAL COUNCIL OF FARMER COOPERATIVES, annual meeting, Jung Hotel, New Orleans.
Jan. 9-12 -- WHITE HOUSE CONFERENCE ON AGING, Washington, D.C.
Jan. 12-15 -- ASSN. OF FOOD DISTRIBUTORS, annual convention, Galt Ocean Mile Hotel, Fort Lauderdale, Fla.
Jan. 16-19 -- NATIONAL LIMESTONE INSTITUTE INC., 16th annual convention, Statler Hilton Hotel, Washington. Sen. Francis Case (R S.D.) will speak.
Jan. 18 -- TRANSPORTATION ASSN. OF AMERICA, national transportation institute, Conrad Hilton Hotel, Chicago.
Jan. 23-24 -- INDUSTRIAL HEATING EQUIPMENT ASSN. INC., winter meeting, Dearborn Inn, Dearborn, Mich.
Jan. 23-26 -- ANNUAL PLANT MAINTENANCE AND ENGINEERING SHOW, International Amphitheatre, Chicago.
Jan. 23-26 -- NATIONAL CANNERS ASSN. and CANNING MACHINERY AND SUPPLIES ASSN., 54th annual conventions, Conrad Hilton Hotel, Chicago.
Jan. 25-28 -- AMERICAN NATIONAL CATTLEMEN'S ASSN., 64th annual convention, Hotel Utah, Salt Lake City.
Jan. 29-Feb. 1 -- SUPER MARKET INSTITUTE, mid-year conference, Americana Hotel, Miami Beach.
Jan. 29-Feb. 2 -- NATIONAL ASSN. OF HOME BUILDERS, annual convention and exposition, Exposition Center, Chicago.
Jan. 30-Feb. 2 -- NATIONAL CONCRETE MASONRY ASSN., annual convention and concrete industries exposition, Cobo Hall, Detroit.
Feb. 2-3 -- NATIONAL CANNERS ASSN., statistical quality control and instrumentation workshop for the food industry, Cornell University, Ithaca, N.Y.
Feb. 2-3 -- PRIVATE TRUCK COUNCIL OF AMERICA INC., annual convention, Sheraton Hotel, Dallas.
Feb. 9-11 -- HOME IMPROVEMENT PRODUCTS SHOW, New York Coliseum, New York City.
Feb. 10-11 -- AIR-CONDITIONING AND REFRIGERATION WHOLESALERS, annual convention, Chicago.
Feb. 13-14 -- NATIONAL CONFERENCE, Protestants & Other Americans United for Separation of Church and State, First Baptist Church, Portland, Ore.
Feb. 13-16 -- NATIONAL RURAL ELECTRIC COOPERATIVE ASSN., annual meeting, Adolphus Hotel, Dallas.
Feb. 21-22 -- SPECIAL INDUSTRIAL RADIO SERVICE ASSN., 9th annual meeting, Bakersfield, Calif.
March 5-8 -- NATIONAL ASSN. OF FROZEN FOOD PACKERS, 20th annual convention, Dallas.
March 6 -- GLASS BOTTLE BLOWERS ASSN. OF THE U.S. and CANADA (AFL-CIO), convention, Statler Hilton Hotel, Los Angeles.
March 13-18 -- HOTEL & RESTAURANT EMPLOYEES AND BARTENDERS INTERNATIONAL UNION (AFL-CIO), convention, Sheraton Hotel, Philadelphia.

CONGRESSIONAL QUARTERLY

A service for editors and standard reference on U.S. Congress

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WATER -- NO. 1 PROBLEM IN CONSERVATION

Water, one of the most plentiful resources in the United States, is the Nation's major problem in conservation.

In past years, the Federal Government has acted independently or in conjunction with state and local governments in the development of water resource programs. The magnitude of the present problem indicates that all programs will have to be expanded if the country's water requirements in the next 20 to 40 years are to be met adequately.

Supply and Consumption

Currently the United States uses about 250 billion gallons of water a day, but by 1980 the daily consumption is expected to be about 600 billion gallons. The supply is available, but it is not always in the right place at the right time. Evaporation, transpiration (evaporation through plants) and pollution mean that much that is available cannot be used.

Rainfall in the United States averages approximately 30 inches a year. Only one-tenth of this amount is put to use. The remainder seeps into the ground, flows to the sea or returns to the atmosphere. Of the three inches put to use, one inch eventually evaporates and the remainder goes into the stream network.

Twenty-one inches of the annual rainfall never has been available for man's use and returns to the atmosphere in the form of vapor. Before evaporating, however, much of it waters crops and forests. The remaining nine of the 30 inches -- that which is called the manageable supply -- flows into the ocean or sinks into the ground. It is from this nine inches that the Nation draws the three inches put to use. Water which seeps into the ground replenishes the vast underground supply from which 25 percent of the Nation's water is drawn.

Statistics show that the average home with running water consumes between 20 and 80 gallons a day per person -- 5 gallons for the washbasin, 25 to fill a bathtub, 5 each minute a shower runs, 4 to flush a toilet and 6 for a load of laundry. In addition, air conditioners, garage disposal units and automatic dishwashers use large amounts of water.

For many years, the American farm was the principal consumer of the nation's water supply. However, during the past decade industrial use increased sharply. Measured against the national population, the predicted per capita water consumption for farms in 1975 is 821 gallons and for industry 1,193 gallons. Municipal or public water consumption, however, is expected to remain at approximately the same per capita level -- about 150 gallons per person each day. During the next 15 years, however, the country's population will increase by about 90 million persons to 272.6 million, thus placing greater demands on municipal water systems.

In order to meet future water requirements, water experts have agreed that it will be necessary to get more use out of the 30-inch annual rainfall by reducing

evaporation, transpiration and pollution and by increasing water storage facilities. As 10 to 15 years are required to complete a moderate sized project, and longer for the larger programs, it is necessary to begin water conservation projects as soon as possible, the experts say.

In addition, the Nation's usable water supply could be increased 10 to 15 percent by increasing the annual rainfall, particularly in dry areas, through artificial means; conversion of salt and brackish water to potable water; managing some forests in order to permit all snow to fall to the ground, thus increasing the volume of water stored in snow reservoirs.

Major Water Uses

The uses to which water is put in the United States have been divided into three main categories -- irrigation, industrial and public. Irrigation and industry each account for 46 percent of the water used; public use amounts to 8 percent.

Irrigation-- Almost all of the land under irrigation in the United States is concentrated in 17 Western states called reclamation states because they reclaim land for agricultural uses by means of irrigation. The 17 states are: Arizona, California, Colorado, Idaho, Kansas, Montana, Nebraska, Nevada, New Mexico, North Dakota, Oklahoma, Oregon, South Dakota, Texas, Utah, Washington and Wyoming.

In 1900 about 7 million acres of Western land were under irrigation. By 1950 the total had risen to 25 million acres and by 1958 it was 30.5 million acres, accounting for about 10 percent of the cropland in the United States. Rain waters the other 90 percent.

In 1958 the breakdown of lands under irrigation, according to water resource region (see map), was as follows: Pacific Northwest -- 4.6 million acres; Central Pacific -- 7.1 million; South Pacific -- .8 million; Upper Missouri River -- 6.8 billion; Upper Rio Grande - 1.65 million; Upper Arkansas and Red Rivers -- 1.6 million; Western Gulf - 3.1 million.

Approximately 91 percent of the land under irrigation lies in the 17 reclamation states and the remaining 9 percent is in the South.

Although the Federal Government is involved in numerous irrigation programs, only one-fifth of the land presently under irrigation has been developed, either partially or entirely, with federal funds.

Industrial-- Industrial use of water is concentrated in six main industries -- primary copper; food and allied products; pulp and paper products; primary pig iron and steel; chemicals; and aluminum. Cooling processes require 94 percent of industry's water, which permits its re-use many times. It also means that industry can use low-quality water which need not be suitable for potable uses.

In 1954 the annual intake of the six industries was 7,694 billion gallons; in 1959 it was 9,807 billion. In 1980 their annual intake is expected to reach 21,662

billion gallons and 40,204 billion gallons for the year 2000. The iron and steel industry, consuming the largest amount of water in 1959 -- or about 36 percent -- by 1980 is expected to take second place behind the chemical industry, and third place behind the chemical and pulp and paper industries by the year 2000.

Public -- Water devoted to public or municipal use will increase by only a small amount in future years. The municipal demand for water is also the most consistent of the three groups, varying only slightly with the seasons. In 1954 the U.S. used 147 gallons of water per person each day from municipal water systems; little change will take place by 1980, but by the year 2000 the average will be 152 gallons. (Figures for municipal water consumption, although referring primarily to public use, include some industrial uses.)

Federal Role

The U.S. Government already is deeply involved in water control, water development and related projects. These cover flood control, soil conservation, water conservation, irrigation, improvement of navigation facilities, production of hydroelectricity, waste treatment and electric power transmission.

Most of these projects are directed by the U.S. Army Corps of Engineers, the Bureau of Reclamation in the Interior Department or special agencies like the Tennessee Valley Authority, the St. Lawrence Seaway Development Corp. and the Southwestern Power Administration.

In fiscal 1961, the U.S. Government planned to spend over \$1 billion on water resources and related projects.

Federal construction of the multi-purpose dam frequently has revived the traditional controversy between the federal and state governments over the control and the use of water resources.

There are two issues in this controversy: the extent of the Federal Government's jurisdiction over the Nation's navigable waterways; and the Government's right to nullify existing state water rights on federal reserved lands.

Until 1940, the states appeared to have clear-cut control over the use of water in non-navigable streams. For navigable streams, the Federal Government had the right to terminate use-rights given to any person by a state, without compensation, if it wished to control the stream for navigation purposes.

In 1940 in the *Appalachian Power Co.* case, the Supreme Court ruled that navigable streams meant not only those actually navigable but also those that might be made navigable, or that flowed into navigable streams. Fifteen years later in the *Pelton Dam* case, the Court ruled that the Government also had the right to control the use of water in non-navigable streams on federal lands reserved for special uses by the Government.

Both decisions were severely criticized by consumers of large amounts of water and by state officials. They argued that the *Appalachian Power Co.* case meant that virtually no waterways -- even the most remote streams in the Western watershed -- were free from the possibility of Government control. They objected to the *Pelton Dam* decision because they said it meant that by mere executive action much of the economy in the Western states could be dislocated if the Federal Government exercised all of these water rights.

The 86th Congress in 1959 and 1960 considered, but did not act on, a number of bills which would have reversed or amended the *Appalachian* and *Pelton Dam*

decisions and restored, partially or entirely, state control over the non-navigable streams in question.

1960 Water Programs

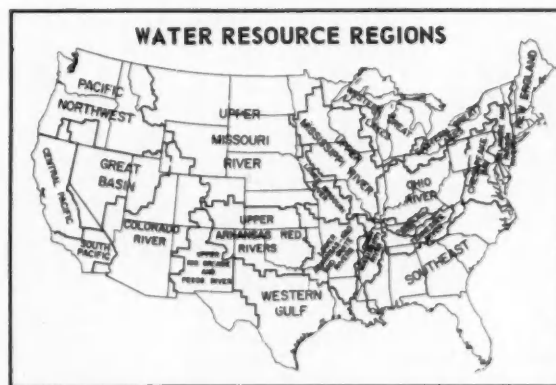
In 1960 Congress passed three major bills, one of which was vetoed, extending the federal role in water development programs. Also in 1960 the Senate Select Committee on National Water Resources neared the end of its two-year study into the Nation's water resources and the problems involved in their proper development (see below).

The first of the major bills (PL 86-488) authorized the Interior Department, either by itself or on a cost-sharing basis with the state of California, to construct the San Luis unit (a dam and reservoir) of the federal Central Valley Reclamation Project in California. The second (PL 86-645) was the omnibus flood control bill which authorized \$1.4 billion for approximately 130 navigation, flood control and river development projects. The vetoed bill (HR 3610) would have increased the authorization for federal grants to communities for sewage plant construction from \$50 million to \$90 million a year for 10 years. (Weekly Report p. 1012, 1194, 293)

A number of bills designed to develop water policies by creating a joint Congressional committee on water or a Presidential water commission, or both, to review existing programs annually and make recommendations for new legislation were not acted on by Congress in 1960.

Development Concepts

The Senate Select Committee on National Water Resources, for purposes of its study, divided the country into 22 water resource regions which had as the basis for their development a natural river basin such as the Upper Mississippi or the Ohio Rivers (see map). The river



basin offered the most practical unit for the development of water resources because the river was the central source of water supply. The Committee also recognized that the multi-purpose dam for water storage, flood control and hydroelectric generation has become the key to development in these basins.

Experts generally agree on the necessity of basing future water development programs on the multi-purpose

dam. Sen. Robert S. Kerr (D Okla.), the chairman of the Senate Select Committee, has said that the multi-purpose dam was the pillar of the American water development program. Dr. Edward A. Ackerman, a leading water expert who prepared a report on multi-purpose water development for the Committee said the multi-purpose surface reservoir was the basic unit in the development of integrated multi-purpose water conservation programs. He also said that the primary objective of all federal water conservation activity should be an integrated basin-wide water regulation system where it was appropriate for the Federal Government to enter into the program.

Two of the best examples of the use of the multi-purpose dam are the Tennessee Valley Authority and the San Luis project in California.

TVA. Originally financed entirely by the Federal Government but currently largely self-financing, the Authority has constructed 20 dams in 20 years. Its reservoirs can store 22 million acre-feet of water (an acre of water one foot deep) and its flood control system can store nearly 12 million acre-feet of flood waters. The Authority's hydroelectric and steam power plants have a capacity of 10.3 million kilowatts. TVA Sept. 6 began construction of its 21st dam, which will have a concrete crest of 1,072 feet, a power installation capable of producing 72,000 kilowatts, a 38-mile extension of the Tennessee River system to facilitate navigation up the Clinch River and a 44-mile lake which will serve both as a reservoir and a flood storage facility.

San Luis. President Eisenhower June 3 signed the San Luis bill authorizing joint construction of the project with California. Joint construction was authorized because both the Federal Government, for its Central Valley project, and California, for its own wholly state-financed Feather River project, needed a dam and reservoir for the storage of water, and the San Luis site was the only one available.

If the Federal Government built the project by itself, initial construction costs would be about \$290 million. The reservoir's capacity would be 1 million acre-feet of water with adjustments so that capacity could be enlarged later to 2.1 million acre-feet. The Federal Government could sell the water generated by the system to local users for irrigation (about 500,000 acres could be irrigated) and other uses in the San Luis federal reclamation service area.

If California participated, initial construction costs would be \$500 million, the federal share amounting to slightly more than half, and capacity would be 2.1 million acre-feet immediately, the water to be shared equally by the two parties. The state planned to use its share of the stored water largely for sales to private users and localities in the Los Angeles-San Diego areas.

President Eisenhower in signing the measure said joint federal-state construction of the San Luis project would be a "unique achievement in the field of water development and conservation," consistent with his Administration's "philosophy of partnership and teamwork."

Six Water Problems

The Senate Select Committee in January 1961 will release its report analyzing the information received from more than 30 special projects and hearings during the preceding 24 months. A Committee spokesman Sept. 15 said the group had completed all its background work and was in the process of writing the final report.

The Committee was established April 28, 1959 by S J Res 48 and will go out of existence Jan. 31, 1961.

Its major objective was to determine the future water needs of industry, agriculture, pollution control programs, fish and wildlife reserve programs, hydroelectric generation and navigation and to relate these needs to the potential resources when fully developed.

A report to the Committee from the Interior Department divided the country's water problem into six different categories -- supply, variability, distribution, quality, pollution and floods -- the solution of each, to some degree, being necessary to bring about an overall solution to the Nation's water problem.

The details of the six categories:

Supply

Critical chiefly in the Southwest, water supply problems developed when the regional demand exceeded the long-term regional supply. From the East coast to the middle of the Western plains rainfall has averaged over 20 inches a year. From the eastern border of Colorado and the middle of the Dakotas and Nebraska to the West Coast the annual average has been between 10 and 20 inches, with certain areas getting less than 10 inches. The lowest rainfall has occurred in the Southwest -- the Southeastern corner of California and parts of Arizona, New Mexico and Utah -- and in Nevada desert areas.

In the Southwest where nearly one-third of the country's reclamation projects are in operation, the difficulties which have arisen from a natural scarcity of water have been combined with a high consumptive use. (Consumed water is either evaporated during use or incorporated into the product.)

Water experts have agreed that the supply problem can be relieved only by bringing more water to the critical area either through channeling, better storage or methods yet to be fully perfected such as weather modification or the conversion of saline water into high-quality, potable water.

Scientists have determined that more than six times as much water flowed across the U.S. in the atmosphere than was carried by all the country's major rivers, and that about 99 percent of this was ready to condense under the proper conditions. This, they said, was the most mobile part of the Earth's water supply and was constantly added to by evaporation from the ocean and evapotranspiration (a combination of evaporation from the ground and evaporation through plants).

Natural precipitation is caused by one of two major methods: the bumping together of water droplets which grow larger until they become heavy enough to fall, or the collision of ice crystals and droplets which then turn to snow. In the cloud seeding process, a substance such as silver iodide is either dropped from aircraft or shot from ground generators. When the iodine hits the clouds it serves as the freezing nucleus. The U.S. Weather Bureau which has conducted this experimental program has said that several years of research were needed before the process would become a reliable means of increasing the water supply.

The Federal Government currently is conducting an extensive saline water conversion program which was established by the Saline Water Conversion Act of 1952 and expanded and extended in 1958. (1958 Almanac p. 330)

The 1958 Act authorized \$10 million for the construction of three demonstration plants for the conversion of sea water into potable water and two similar plants for

conversion of brackish (stagnant) water into potable water. Construction of the first sea water conversion plant was begun at Freeport, Texas, on Aug. 30 and plans for a second have been made for San Diego, Calif. The brackish water plants will be constructed at Webster, S.D., and Roswell, N.M.

The Freeport plant will produce water for about \$1 per 1,000 gallons, lower than existing commercial plants, but the Office of Saline Water in the Interior Department expected that, before the program is completed, the cost will have been reduced to approximately the standard commercial rate for fresh water of between 20 and 40 cents per 1,000 gallons. (For details, see p. 1984)

Watersheds also offer a means for increasing the general water supply. They provide a natural beginning to the development of water resources control and constitute a geographical area, the topography of which causes the water from any part of the area to flow toward the same point in a stream or river. Watershed boundaries are hills, mountains or sloping lands. The streams or rivers can range in size from a small gully to the Mississippi River. By capturing more of the water flowing from the watershed, both on the surface and underground, the overall supply of water can be increased.

Variability

In some areas of the country, such as the Great Plains and certain sections of the Southwest, the demand for water for short periods may exceed the supply, although over the long run the supply is adequate to the demand. This has created a problem in varying the overall supply to meet the demand. Additional storage of water is the most practical solution to this problem.

Irrigation, which is closely tied to seasonal production, is a prime example of demand causing a problem in variability. Water for public use remains almost constant, varying only with an increase and decrease in population and, to a certain extent, with the seasons. In hot weather people use more water for watering lawns and filling swimming pools. Industrial use of water varies with an increase or decrease in production.

Distribution

Distribution problems result from great distances between the locations of the supply and the location of the demand. These problems are most critical in the West where major rivers are rare.

The complex network of rivers in the United States is the backbone of the distribution system. The Mississippi River and its tributaries provide many of the natural canals necessary for the transportation of water to parts of the Middle West and the Gulf states. The Colorado River on the Western slope of the Rocky Mountains distributes water to many regions in the West and Southwest and the Sacramento River on the western side of the Sierra Mountains in California supplies the lower West Coast area.

Many of the country's large metropolitan areas have solved the distribution problem by the construction of canals and aqueducts. Water for New York City, for instance, is brought 125 miles by canal and aqueduct from Schoharie Creek in Dutchess County, N.Y., on the Hudson River and 110 miles from the Delaware River basin. San Francisco gets much of its water from the Tuolumne River basin 150 miles away and a major portion of Los Angeles water is supplied by the Colorado River 250 miles away.

Quality

Quality problems have caused the greatest difficulty in the Great Plains, the Southwest, the Great Basin, near the lower Mississippi River, in the Piedmont area of the Carolinas, Virginia and Maryland and generally where there have been large population concentrations but ineffective pollution control. Poor quality water has been the result of the weathering of rocks and soil and the dumping of unnatural products into the water.

Quality problems, which are closely tied to pollution control and water management promised to be troublesome in future years, water experts believed, because the natural incidents which cause a drop in water quality cannot be controlled.

Quality problems have been divided into two categories -- natural and man-made (pollution). The natural incidents which result in poor quality are generally of three kinds: variations in chemical and sediment content, sea water fronts in estuaries and hardness. Chemical and sediment content vary according to the season and the amount of good water available. An abundance of rain, which is high-quality water, means a reduction in the chemical and sediment content in the water. The chemical and sediment problem is most severe in the Western states, except for the Pacific Northwest and Northern California and the Upper Colorado river area.

Sea water in estuaries also causes quality problems in many coastal communities, particularly where there are many streams and rivers running into the ocean, as along the Gulf of Mexico and the Eastern seaboard.

Water hardness, a problem in most states west of the Mississippi River, except Colorado, Washington, Oregon and Idaho, has a direct relationship to the amount of calcium and magnesium present in the water.

Methods for improving the quality of naturally poor water experts have said, are analogous to those described below for improving polluted water.

Pollution

Polluted water is poor-quality water resulting from man's injecting into the natural water supply wastes which cause deterioration. It is a problem wherever industry and population are concentrated and is one of the major water problems which this country must solve, according to water experts.

Water pollution substances have been classified as follows: sewage and other oxygen-demanding wastes; infectious agents, plant nutrients, organic and chemical exotics; other mineral and chemical substances; sediments; radioactive substances; and heat.

Water quality management, particularly better methods for water re-use, is one approach, experts believe, to effective control of water pollution. Water is purified naturally when, after use, it is discharged into a streamflow of high quality water which acts as a purifier. Thus the water used by one community, discharged into a stream, can be used by a second community further down the stream. The larger the industrial or metropolitan area, however, the greater the quantity of low-quality water that is put back into the stream, thus minimizing the effect of natural purification. The Public Health Service has estimated that it will be necessary to construct about 6,000 municipal sewage treatment plants to catch up with existing sewage treatment needs. This would require, the PHS says, an annual average expenditure of about \$600 million in order to meet this need by 1965.

The bill which President Eisenhower vetoed Feb. 23 would have increased federal grants to communities for sewage plant construction by authorizing appropriations of \$90 million a year for 10 years in grants to help communities construct sewage-treatment plants. The veto left intact an existing federal pollution control program started in 1956, which (a) authorized construction grants of \$50 million a year and (b) established a matching grants plan to states for the administration of water pollution control programs. Both programs are due to expire in 1966. The existing program would have been superseded by the 1960 Act. House failure Feb. 23 to override the President's veto represented a partial victory for the Administration in a long struggle with the Democratic Congress over the extent of federal participation in sewage control problems.

President Eisenhower was opposed to provisions of the 1956 bill (PL 84-660) that authorized construction grants for sewage treatment plants, but he endorsed provisions for federal funds to states for the development of water pollution control programs. (1956 Almanac p. 570)

In his January 1958 and 1959 budget messages, the President asked Congress to abolish the sewage-treatment construction grants program on the grounds that the states should assume full responsibility for construction. When he vetoed the 1960 bill, the President said the problem of pollution abatement could be "successfully met only if states and local governments and industry assumed the major responsibility for cleaning up the Nation's rivers and streams." He said the expanded federal program would provide an excuse for inaction on the part of local governments and industry.

The President said the federal role should include:

- Preparation for a national conference on water pollution to help local taxpayers and business concerns realize their obligations in the prevention of pollution.
- Authority to move quickly and effectively in directing the application of control measures to correct a situation which was beyond the powers of a single state government to control.
- Continuation of modest aid for the administration of programs by state and interstate water pollution control agencies.
- Increased research and technical assistance to better understand the causes, extent, impact and methods for better control of water pollution.

For a more complete discussion of water pollution, see Editorial Research Reports, Vol. II, Dec. 8, 1960, Pollution of Water Supplies.

See also E.R.R. Report, Vol. II, Oct. 2, 1959, Water Needs and Resources.

Floods

Whenever there is an overabundance of streamflow which cannot, for the moment, be carried off by the stream channels, flooding results. This has been a problem to some degree and at some time in every part of the United States, except in the Southwest.

Complete protection against the most extreme floods, experts believe, is not feasible because of excessive cost and the amount of reserve area -- flood plain -- which must be kept inactive except during flood times. Because extreme floods are rare, only partial protection is practical. This permits use of the flood plain -- generally very fertile soil -- and cuts down on the cost of constructing levees and other flood prevention devices.

The size of river channels, which carry off the flood waters, is determined by the average annual runoff of rain, so that control projects generally are a combination of channel improvements that increase the carrying capacity of the stream, levees that confine the flow of water and reservoirs to store storm runoff until the stream can carry it without overflowing.

Floods have caused severe damage, running into a cost of several million dollars and many human lives. A survey of major floods in the last quarter century showed extreme damages in these cases: in 1927 a flood in the Lower Mississippi River area caused \$300 million in damages; in 1936 a flood in the Ohio River area did \$240 million in damages, another in 1937 about \$750 million; a flood in the Columbia River in 1948 caused \$110 million in damages; a 1951 flood in the Kansas and Missouri Rivers caused \$900 million in damages; and hurricane floods in 1955 resulted in more than \$700 million in damages and the loss of nearly 200 lives in six Northeastern states.

The omnibus flood control act of 1960 (HR 7634 -- PL 86-645) authorized \$1,445,694,300 for about 130 navigation, flood control and river development projects. The 1960 bill was the first flood control bill to be enacted since 1954 without first being vetoed. It authorized a total of \$371,365,100 for the rivers and harbors program and \$1,073,829,200 for the flood control program.

Outlook

The extent to which the Federal Government should become financially involved in water conservation and development programs has been a point of controversy between the Eisenhower Administration and Congress. President Eisenhower has said these programs, to the greatest extent possible, should be undertaken by the states rather than the Federal Government. Generally, Mr. Eisenhower limited his approval of water development projects to those which were beyond the scope of single states and with which the Federal Government could work in close cooperation with the local or state governments -- like the San Luis project -- while rejecting programs -- like the 1960 water pollution bill -- which he believed should be carried out only by the states. The approach of the Democratic Congress during the last six years has been one of urging stronger federal leadership in most areas of water conservation and development.

President-designate Kennedy during his campaign indicated he would go further than Mr. Eisenhower in requesting federal funds for water development programs when he made the following proposals: formulation of a comprehensive river development program; development of a program to help local communities deal with their water pollution problems; and an expanded program of federal assistance for the improvement of watersheds.

Perhaps the attitude of the Kennedy Administration towards conserving and developing the Nation's precious water supply can best be summarized by this statement made during the 1960 election campaign: The Nation needs "more imaginative and creative thinking, more long-range planning, more decisive and responsible action in the entire area of public resource conservation."

On Sept. 22, in Billings, Mont., Kennedy said: "We will reverse the policy of 'no new starts'...immediately in January 1961...." He was referring to the Eisenhower policy of "no new starts" on water conservation projects.

SALINE WATER PROGRAM MOVES TOWARD OPERATION

Freeport, Texas, in the spring of 1961 will begin using converted salt water for about \$1 per thousand gallons -- a new low commercial price for converted saline water. The Freeport plant is expected to help pave the way to a new source of water for supplementing the Nation's increasingly limited supply of natural fresh water. It is the first demonstration conversion plant to be built under the Federal Government's saline water conversion program.

Construction of the Texas plant began Aug. 30. When completed, the unit will convert more than 1 million gallons of salt water a day. The urgency of the program was emphasized Dec. 12 by Dr. A.L. Miller, director of the conversion program, who said the United States faced a widespread water shortage in about 15 years unless new supplies were discovered.

The conversion of salt and brackish water to fresh water, although relatively new as a program of the Federal Government, is not new for those who have been forced to find unnatural supplies of fresh water. For years sailors have been drinking fresh water converted from the ocean by distillation at a cost of between \$5 and \$10 per thousand gallons. In recent years, at least 10 foreign countries have constructed saline water conversion plants in arid areas. They produce fresh water for about \$3 per thousand gallons.

Two of the best examples of practical saline water conversion in the United States are found at Coalinga and Morro Bay, Calif. Early in 1960 Coalinga put into operation a brackish water conversion plant, using the process of electrodialysis, reducing the cost of its fresh water, which used to be shipped 45 miles by rail, from \$9.35 per thousand gallons to \$1.45 per thousand. At Morro Bay the Pacific Gas and Electric Co. for several years has been converting about 144,000 gallons of sea water a day by distillation for approximately \$2.60 per thousand gallons.

The principal problem in saline water conversion is the cost, but Interior Department experts have predicted that within two years plants will be in operation producing water that is within a few cents of the standard commercial rate for fresh water of from 20 cents to 40 cents per thousand gallons.

This Fact Sheet gives the current status of the Interior Department's saline water conversion program and discusses the various processes which will be used in other development plants.

Background

The federal program of saline water conversion was begun in 1952 when Congress passed a bill (PL 82-448) establishing the Office of Saline Water in the Interior Department and providing for research in the conversion of fresh water from saline water. Assigned by President Eisenhower, the law authorized the Interior Department to enter into contracts with research foundations and

industry to carry out these experiments and authorized appropriations totalling \$2 million over a five-year period to carry out the program. (1952 Almanac p. 344)

Congress in 1955 amended the 1952 Act (PL 84-111) by increasing the total authorization from \$2 million to \$10 million through fiscal 1963. Again in 1958 the Act was amended (PL 85-883) to authorize an additional \$10 million for the construction of five experimental conversion plants -- three for the conversion of sea water and two for the conversion of brackish water. The law stipulated that two of the sea water conversion plants must have a conversion capacity of one million gallons a day and the brackish water plants a daily conversion capacity of 250,000 gallons. It also stipulated that the salt water conversion plants must be constructed one each on the East, West and Gulf coasts and that one of the brackish water plants must be constructed in the Northern Great Plains and the other in the arid Southwest. As a result of the 1958 amendment, the Office of Saline Water operated under two \$10 million authorizations -- one for research and development and the other for the construction of demonstration plants. (1958 Almanac p. 330)

Attempts in 1960 to extend and expand the program failed when a Senate-passed bill died in the House Interior and Insular Affairs Committee. The Senate bill (S 3557) passed June 24 would have extended the existing program through 1969 with an additional \$20 million authorization to be used for federal loans to state or local governments or authorized agencies to finance the construction of saline water conversion plants for municipal, industrial, domestic or other uses, subject to a Congressional veto. The loans would have been limited to 90 percent of the estimated cost of the project, or \$1 million, whichever was smaller, to be paid off within 40 years. In addition, the bill would have instructed the Secretary of Interior to conduct a research program to develop a low-cost saline water conversion program; to convert pilot operations to large-scale operations; and to determine the markets for saline water and conversion plant equipment. (Weekly Report p. 1123)

Conversion Processes

Basically there are two ways to convert saline water: one is to take the water out of the salt either by distillation or freezing and the other is to take the salt out of the water by a membrane process. Saline water has been classified either as brackish water, sea water or brine. Brackish water has between 1,000 and 10,000 parts of dissolved salts per one million parts of water; sea water from 10,000 to 35,000 parts of salt per million parts of water; and brine more than 35,000 parts of dissolved salt per million parts of water. The U.S. Public Health Service has determined that there must be less than 1,000 parts of dissolved salts per million parts of water to make it potable.

The three types of conversion processes with which the OSW has experimented:

● **Distillation** -- Basically this is the process of boiling water until it becomes steam and then condensing the steam to obtain pure water. The major problem to date has been the collection of scale and corrosion on the inside of the boilers which prevents an adequate transfer of heat. The most advanced process of distillation is called the long-tube vertical multiple-effect distillation process in which the vapor in one evaporator is used to heat the water in a second. This process incorporates several recently developed methods of scale control greatly increasing efficiency. Other distillation processes include a flash process and the use of solar energy for heating. In the flash process the sea water is heated and then injected into a low pressure chamber which causes it to boil immediately or flash into steam after which it is condensed. In solar distillation the heat from the sun is used to boil the water.

● **Freezing** -- This process is based on the principle that frozen sea water washed free of the salt and then, melted, becomes fresh water. The main problem in this as yet relatively undeveloped process is the particles of salt which become lodged in the interstices of the ice during washing. The OSW has reported the development of a more efficient countercurrent washing method which will help to alleviate this problem.

● **Membrane** -- Primarily used for the conversion of brackish water, the membrane process involves the use of electrodialysis and membranes. In electrodialysis an electromotive force is applied to a cell consisting of ion selective membranes which separate the salt from the water. In other processes the membrane restrains the salt ions as the water is pushed through under pressure.

Demonstration Plants

The first conversion plants constructed by the OSW were pilot plants, small research facilities designed to test and develop new or improved saline water conversion processes. Two distillation plants are currently in operation at Harbor Island, Wrightsville Beach, N.C., and Batelle Memorial Institute, Columbus, Ohio. Four electrodialysis pilot units are being operated by Bureau of Reclamation Laboratories at Denver, Colo. The Carrier Corp. at Syracuse, N.Y., operates a pilot freezing-process plant and three solar distillation plants are under development at Daytona Beach, Fla.

The next step in the program was undertaken with the start of construction of the first demonstration plant at Freeport, Texas, which will use the long-tube vertical multiple effect distillation process.

The other sites selected by OSW and the conversion processes they will use are:

San Diego, Calif. -- The second plant to be completed in the summer of 1961 will use the multi-stage flash distillation process and will produce fresh water at the rate of one million gallons per day. The Atomic Energy Commission will supply the necessary heat for the plant from an experimental low-temperature low-pressure atomic reactor.

Existing Conversion Plants

Seventeen salt water conversion plants producing over 100,000 gallons of fresh water a day have already been established in 15 countries, including the United States. With one exception, they use a variation of the distillation process and produce up to 3.5 million gallons of fresh water a day which is used for agricultural, industrial and domestic purposes. The one plant which does not use the distillation process is located in Welkom, Orange Free State, South Africa. It uses an electrodialysis membrane conversion process and converts 2,800,000 gallons of salt water a day for industrial purposes. A list of the plants follows:

Al Kuwait, Kuwait, on the Persian Gulf (2); Balashi, Aruba in the Caribbean; Willemstad, Curacao, in the Caribbean; Nassau, Bahamas; Las Piedras, Venezuela; Kinney Air Force Base, Bermuda; Thule Air Force Base, Greenland; Dharan Air Force Base, Arabia; Morro Bay, Calif.; Coalinga, Calif.; Gibraltar; Mirafiori, Italy; Buenos Aires, Argentina; Marcus Hook, Pa.; Salinas, Ecuador; Welkom, Orange Free State, South Africa.

Webster, S.D. -- The third plant, using the electrodialysis process, will produce 250,000 gallons of fresh water a day converted from brackish water. The estimated cost of water from this plant when completed late in 1961 will be about 50 cents per thousand gallons.

Roswell, N.M. -- Using a process of forced circulation vapor compression distillation, the fourth plant will convert brackish water at the rate of 250,000 gallons a day. It will be completed during 1962.

The fifth plant, to be located on the East coast, will use a freezing process in converting sea water. It will be put into operation during 1962.

The OSW has limited the location of the East Coast site to the following possibilities: Port Orange, Fla.; Key West, Fla.; Wrightsville Beach, N.C.; Virginia Beach, Va.; Cape May, N.J.; Greenport, N.Y.; Portsmouth, N.H.

Prospects

Secretary of Interior Seaton in dedicating the Freeport plant speculated that methods of converting saline water that are yet to be developed would include shooting gas through the water thus causing it to freeze, or boiling it with radioisotopes. He told the ceremony that it was possible to "foresee giant plants 20, 30 or even a hundred times" the size of the Freeport plant for use by large cities located along the seacoasts. Home units, costing \$300 or less for turning brackish water into fresh water probably would be developed in the near future, Seaton said. He added that mobile saline water conversion units eventually would be built which could be rushed to areas where the fresh water supply had been contaminated by floods, or be used by civil defense units to purify water contaminated by radioactivity.



Around The Capitol

KENNEDY LEGISLATIVE PLANS

President-elect John F. Kennedy Dec. 19 and 20 met in Palm Beach, Fla., with Vice President-elect Lyndon B. Johnson, Speaker of the House Sam Rayburn (D Texas) and Senate Majority Whip Mike Mansfield (D Mont.) to discuss problems in the transition of administrations and problems due to come before Congress early in 1961. In a Dec. 20 press conference, Kennedy made the following statements:

- Matters of "particular importance" facing the 87th Congress included medical care for the aged, aid to education, housing, minimum wage and aid to depressed areas.

- In response to a question about changing Senate rules relating to limitations on debate, Kennedy said the procedures of the House and Senate should "permit a majority of the Members to work their will. I think we are all in agreement on that."

- Problems of "unemployment and the lack of vigor in the economy at this time" were of "concern" and were discussed during the two-day meeting.

- Sen. Johnson will be assigned the chairmanships of the President's advisory National Aeronautics and Space Council and the Government Contract Committee which combats discrimination.

KENNEDY APPOINTMENTS

President-elect John F. Kennedy made the following appointments to his Administration (for earlier appointments, see Weekly Report p. 1961):

Dec. 17

J. Edward Day, vice president of the Prudential Insurance Co., to be Postmaster General. (Sen. Kennedy Dec. 15 said Rep. William L. Dawson (D Ill.) had been offered the post of Postmaster General but had declined. Dawson would have been the first Negro to occupy a Cabinet post.)

H. W. Brawley, executive director of the Senate Post Office and Civil Service Committee, to be Deputy Postmaster General.

George C. Lodge, son of 1960 Republican Vice Presidential candidate Henry Cabot Lodge, to continue as Assistant Secretary of Labor for International Labor Affairs until June 1961 in order to complete his term as chairman of the International Labor Organization.

Dec. 19

Elmer B. Staats, a career Government employee, to continue as Deputy Director of the Budget Bureau.

Dec. 21

Roswell Gilpatric, New York attorney and former Under Secretary of the Air Force (1951-53), to be Deputy Secretary of Defense.

ECONOMIC TREATY

The United States, Canada, and 18 nations of Western Europe agreed Dec. 14 to establish an Organization for Economic Cooperation and Development, to succeed the Organization for European Economic Cooperation, created in 1948 to supervise the distribution of U.S. aid under the Marshall Plan. The treaty, signed in Paris, was subject to ratification by the United States Senate and parliaments of the other signatories.

Proposed by the U.S. in January, the OECD was designed to promote closer cooperation among the members on general economic and business-cycle policy, expanded aid to underdeveloped countries, and further progress in expanding trade. Behind the U.S. initiative lay a general concern with the balance-of-payments deficit, coupled with the desire to stimulate the Europeans to step up their aid to underdeveloped areas, and fear that the division of OEEC members into two trading blocs -- the so-called Sixes and Sevens -- would lead to trouble for American exports to Europe.

At the insistence of the U.S., which was not a member of the OEEC, the new charter was non-binding in character, pledging the members only to "cooperate closely and where appropriate take coordinated action," and leaving it up to each member to participate or not. This was judged to be essential by U.S. negotiators in order to secure Senate approval of the OECD treaty. But it left the actual significance of the new mechanism to be determined by subsequent experience and positions to be taken by the incoming Democratic Administration.

Signing the treaty with the U.S. and Canada were Austria, Belgium, Denmark, France, Germany, Greece, Iceland, Ireland, Italy, Luxembourg, the Netherlands, Norway, Portugal, Spain, Sweden, Switzerland, Turkey, and the United Kingdom.

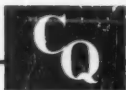
1961 SUGAR QUOTAS

President Eisenhower Dec. 16 announced the United States would not import any sugar from Cuba during the first three months of 1961. The President July 6, under authority granted by the Sugar Act of 1960, cut Cuba's 1960 sugar quota by 700,000 tons. (Weekly Report p. 1487)

Following the President's announcement, the Agriculture Department set the 1961 sugar requirements for the U.S. at 10 million tons, 400,000 tons below the final 1960 figure, and allocated to foreign and domestic producers the amount of sugar they can sell in the U.S. between Jan. 1 and March 31, 1961 when the 1960 Act expires. (Weekly Report p. 1508)

The President, setting the new Cuban quota at zero, said Fidel Castro's government had continued its "deliberate hostility" toward the United States and had increased its commitments to sell sugar to Communist countries making it an undependable supplier.

RELATED DEVELOPMENTS -- Cuba and East Germany Dec. 17 signed a five-year trade agreement. The Soviet Union and Cuba Dec. 20 signed contracts forming part of an estimated \$168 million commercial pact and the U.S.S.R. agreed to buy 2.7 million tons of Cuban sugar if the United States continued its boycott on Cuban sugar.



Committee Roundup

NEW DRUG REGULATIONS

Chairman Estes Kefauver (D Tenn.) of the Senate Judiciary Antitrust and Monopoly Subcommittee in a Dec. 11 release commended the Food and Drug Administration for new regulations, announced Dec. 9, to cover the advertising and labeling used in promoting the sale of prescription drugs. Kefauver said the need for the new rules was "clearly revealed in testimony by eminent medical authorities" during Subcommittee hearings, but there still was need for new legislation "to provide a stronger and more effective basis for proceeding against false or deceptive advertising claims on drug products." Hearings on administered prices in the drug industry were held throughout 1960, and Kefauver said hearings on legislative proposals would be held early in 1961. (Weekly Report p. 1614)

Major labeling changes announced by FDA included these requirements: labels of drugs for injection must give quantity or proportion of all inactive ingredients; labels of prescription drugs must bear identifying lot or control numbers for determining manufacturing history; any labeling of prescription drugs or devices including promotional literature mailed or given physicians must include data on any relevant hazards and conditions for non-use; for new drugs, information on use, dosage, hazards and contra-indications must be substantially that contained in applications for marketing the drug; labeling on uses and dosage must show date of issuance or latest revision.

Changes in regulations to assure safety of new drugs provided: permission to market could be denied on refusal of a manufacturer to allow inspection of methods, facilities or controls; applications for marketing could be made conditionally effective pending verification by inspection of adequacy of manufacturing methods.

Regulations requiring information on use become effective March 9, 1961; other required changes, Jan. 8.

CAMPAIGN DURATION, EXPENDITURES

COMMITTEE -- House Special Committee to Investigate Campaign Expenditures and Corrupt Practices. The Committee was named July 1, 1960. (Weekly Report p. 1253)

HELD HEARINGS -- Dec. 15 on campaign expenditures, possible curtailment of the length of Presidential campaigns, and the effect on the 1960 Presidential campaign of the temporary suspension of the requirement that broadcasting stations, under section 315 of the Federal Communications Act of 1934, give equal time to minor party as well as major party Presidential and Vice Presidential candidates (S J Res 207 -- PL 86-677; see Weekly Report p. 1483).

TESTIMONY -- Robert W. Sarnoff, chairman of the board of the National Broadcasting Co., Inc., said temporary suspension of section 315 had made it possible for the broadcasting industry to present the "great debates" between the Presidential candidates and "to devote far more time to presenting the candidates on the air than ever before, and in a greater variety of formats."

Sarnoff said one result of the revision of section 315 was that the total amount spent in 1960 for paid political broadcasts on all NBC facilities was approximately \$50,000 less than in 1956 (the approximate 1960 figure: \$1,380,000). He proposed extension of the equal time suspension to other election contests in addition to the Presidential campaign, and suggested that the Presidential campaigns be shortened by voluntary action of the political parties in scheduling conventions at a later date.

Leonard H. Goldstein, president of the American Broadcasting Co., submitted a letter in which he questioned the advisability of setting "any arbitrary time limit" on Presidential campaigns.

Dr. Frank Stanton, president of the Columbia Broadcasting System, in a statement read by CBS vice president Edmund C. Bunker, said CBS had "long been of the opinion that radio and television outmode lengthy campaigns as a means of communications between candidates and voters." Stanton said reduction of the length of campaigns, plus permanent suspension of section 315 equal time requirements "for all offices," would tend to reduce campaign expenditures.

North Carolina Gov. Luther H. Hodges, Secretary of Commerce-designate in the Cabinet of President-elect Kennedy, in a letter to the Committee, opposed federal legislation limiting campaigns. He said candidates and managers naturally avoid a "saturation point" in campaigning and gear their campaigns for the most effective length of time. However, Hodges said, "It would be wise to put a ceiling on the amount of campaign expenditures.... As it is now, the expenditures are far too great and put a premium either on wealth or dishonesty. I think stringent laws should govern contributions and expenditures."

Rep. Thomas B. Curtis (R Mo.) said "free" publicity granted by reporting media to a favored candidate and a denial of proper publicity to an unfavored one can exceed in dollar value the entire budgets of many candidates or the political parties in many areas." Curtis said he hoped "a change will come about in the columnist, commentator and news reporter who utilizes his or her great power to push a point of view under the guise of being non-partisan," but that "any attempts to have government regulation substituted for self discipline would damage rather than help the cause of representative government." Curtis opposed any dollar limit on campaign expenditures, but said he favored a "strictly enforced" requirement that all campaign contributions and expenditures be publicly reported.

Rep. John Monagan (D Conn.) said campaigns "cost too much money, they cover too much ground, they are conducted in a big top atmosphere and they turn our candidates into physical wrecks." Monagan supported his own bill, HR 9584, to limit Presidential campaigns by providing that no person nominated more than 60 days previous to the election shall run for the office of President. Monagan said the proposed reform might require a Constitutional amendment.

Maurice Rosenblatt, chairman of the board of advisors of the National Committee for an Effective Congress, said that the British run satisfactory campaigns within a three week span and recommended that the Congress

investigate ways to shorten campaigns in the U.S. He said the law should "require and enforce complete and rapid disclosure of all campaign contributions," standard forms should be provided for filing campaign contribution and expenditure reports, in order to deter evasion or omission, and tax inducements should be offered to encourage large numbers of small contributions to political campaigns.

Charles P. Taft, chairman of the National Fair Campaign Practices Committee, said in a letter read by R.C. Felkner, the organization's executive director, that the modern campaign "is much too long -- thus it becomes boring." He recommended shortening national campaigns to four weeks by moving national party conventions to a later date.

Committee Chairman Clifford Davis (D Tenn.) said he felt campaigns should be shortened by the pressure of public opinion rather than by law. He said he had not made up his mind regarding the effectiveness "of the so-called great debates.... Seriously, I got tired of them."

BOXING PROBE

COMMITTEE -- Senate Judiciary, Antitrust and Monopoly Subcommittee.

CONTINUED HEARINGS -- On a possible conspiracy between underworld elements and others in the boxing field to maintain monopoly control over professional boxing events. Hearings were adjourned Dec. 14 until January. (Weekly Record p. 1955)

Testimony:

Dec. 7 -- Questioned about earlier testimony that the International Boxing Club had paid him \$142,000 to insure a "free flow of fighters". Jack Kearns, a boxing manager, said he received money from the I.B.C. but was not certain about the amount.

Carmen Basilio, former welterweight champion, said federal control would "clean boxing up a lot."

Dec. 8 -- John DeJohn and Joseph Netro, former co-managers of Carmen Basilio, said Basilio started getting championship fights after they began making payments to Gabriel Genovese, a friend of Frankie Carbo. Both DeJohn and Netro said they did not know the other was paying Genovese. DeJohn said boxing "does need a cleaning up."

James C. Norris, former International Boxing Club president, in executive testimony released later the same day, said it was "necessary to have a certain relationship" with Frankie Carbo to "get along in the boxing business." He said he put Mrs. Carbo on the I.B.C.'s payroll because he thought this would influence Carbo. Norris said Carbo afterward helped in arranging the second Rocky Marciano - Jersey Joe Walcott and the Marciano - Harry Matthews fights.

Dec. 9 -- Norris said Carbo was helpful in obtaining the services of boxers Carmen Basilio, Tony DeMarco, Willie Pep and Jake LaMotta for the I.B.C. Norris said he was "not very popular" with Carbo and others after he offered J. Edgar Hoover, director of the Federal Bureau of Investigation, a job in 1952 as head of the I.B.C. to "clean up boxing." Norris said he advocated some form of federal clean-up and control of professional boxing.

Joseph Kuda, a St. Louis police lieutenant, said Frankie Carbo owned 52 percent of the contract of fighter Sonny Liston. Other interest holders were Frank (Blinky) Palermo and John J. Vitale of St. Louis. Liston's only manager of record was Joseph (Pep) Barone.

John J. Vitale and Frank Mitchell, a St. Louis publisher and former manager of Liston, pleaded the 5th Amendment in refusing to answer questions about the management of Liston. Subcommittee Chairman Estes Kefauver (D Tenn.) said he would try to have Vitale and Mitchell cited for contempt.

Anthony Bernhard, a New York detective, said he overheard a conversation in a Washington restaurant in which Carbo and others, including Frank (Blinky) Palermo, discussed bouts for fighters of whom they were not the managers of record.

Dec. 12 -- Ike Williams, former lightweight champion, said his manager, Frank (Blinky) Palermo, had relayed offers from unknown persons of more than \$180,000 to "throw" fights. Williams said he had previously tried to serve as his own manager but had been boycotted and could not get any bouts.

Bernie Glickman, who managed former welterweight champion Virgil Akins and other fighters, said his rise as a manager followed the start of an association with Carbo. Glickman said he believed Carbo had influence with Norris.

Dec. 13 -- Palermo invoked the 5th Amendment, refusing to answer questions on the grounds that his answers might prejudice him in his coming trial before a U.S. District Court in Los Angeles in which he was charged with conspiracy to extort money from the winnings of fighter Don Jordan. Kefauver said he would seek a contempt citation against Palermo.

Heavyweight boxer Sonny Liston said he did not know that any undercover managers had been taking a percentage of his ring earnings.

Dec. 14 -- Frankie Carbo, brought from a New York prison where he was serving a two year sentence for conspiracy and unlicensed managing, refused to answer questions, claiming the 5th Amendment on grounds he was under indictment in Los Angeles on the same charge as Palermo. Kefauver said he would recommend that Carbo be cited for contempt for his refusal to answer.

Kefauver, in a concluding statement, said that testimony before the Subcommittee "strongly" indicated "that underworld figures and racketeers exercise influence and control over licensed promoters, managers, matchmakers and boxers and certainly have had the effect of excluding competition and maintaining monopoly control over most of the major boxing contests." He added that "many of the problems in this field have arisen because of state enforcement, including lack of uniform licensing requirements and standards among the states and the ease with which a manager and boxer who are barred in one jurisdiction can move across state lines to a more lenient locale."

The Senator said he would introduce legislation when Congress convened in January which would: (1) provide for the establishment of a temporary federal boxing commission with power to license all participants in interstate boxing matches, including television officials engaged in matchmaking, for a period of three years. The commission would be paid for by taxes on the licenses and boxing promotions; (2) make it a federal crime to participate in an interstate match without a federal license; and (3) make it a federal crime to participate in a bribe offer in any interstate boxing match.

Kefauver also said the Subcommittee would consider a bill (S 3690) introduced in 1960 by Sen. Alexander Wiley (R Wis.) to prohibit "racketeers" from securing licenses in interstate bouts.



Political Notes

ELECTORAL COLLEGE VOTE

Members of the electoral college meeting in the 50 state capitals Dec. 19 elected Sen. John F. Kennedy (D Mass.) President and Sen. Lyndon B. Johnson (D Texas) Vice President of the United States. Three hundred votes were cast for Kennedy and Johnson, while 219 were cast for Vice President Richard M. Nixon for President and Henry Cabot Lodge for Vice President. Fifteen votes were cast for Sen. Harry F. Byrd (D Va.) for President, 14 for Sen. Strom Thurmond (D S.C.) for Vice President and one for Sen. Barry Goldwater (R Ariz.) for Vice President.

All electors voted for the candidates to whom they were pledged, with the exception of 14 unpledged electors (eight from Mississippi, six from Alabama) who chose to vote for Byrd and Thurmond, and Oklahoma Republican elector Henry D. Irwin who voted for Byrd and Goldwater instead of Nixon. (For state popular vote totals, see Weekly Report p. 1972)

A recount of popular votes in Hawaii, still underway when the electoral college met, appeared to have changed Nixon's slim 114-vote majority (based on originally certified returns) into an 81-vote lead for Kennedy. Both Republican and Democratic electors from the state cast votes, but they are not counted in the above totals. Gov. William F. Quinn (R) will certify the winning slate of electors when the recount is finished.

MASSACHUSETTS SENATE SEAT

Massachusetts Gov. Foster Furcolo (D) Dec. 20 announced he would appoint former mayor Benjamin A. Smith (D) of Gloucester, Mass., a Harvard College roommate of President-elect John F. Kennedy, to take Kennedy's Senate seat. Furcolo said, "In the interest of promoting unity in the Democratic party as Senator Kennedy becomes President...I have accepted the suggestion of President-elect Kennedy to name Ben Smith...as United States Senator. I am also informed he will serve two years and not seek election in 1962." Under Massachusetts law a special election must be held concurrent with the general election of November 1962 to fill the remainder of Kennedy's Senate term (to Jan. 3, 1965). Smith, 43, is a box manufacturer.

Pierre Salinger, Kennedy's press secretary, Dec. 20 said Kennedy was pleased by Furcolo's announcement and was "also pleased by the cooperative spirit between himself and Gov. Furcolo which resulted in this announcement." Kennedy resigned the seat Dec. 22.

WYOMING SENATE SEAT

Wyoming Gov. J.J. Hickey (D) Dec. 22 announced he would resign as Governor so that Secretary of State Jack Gage (D), successor to the Governorship, can appoint him to the Senate seat vacated by the death of Sen.-elect Keith Thomson (R). The vacancy will not occur until the opening of the 87th Congress Jan. 3 when the term of retiring Sen. Joseph C. O'Mahoney (D) ends. (Weekly Report p. 1971)

HOUSE SEAT UPSETS

A recount in the Oklahoma 6th Congressional District resulted in the election of ex-Rep. Victor Wickersham (D 1941-47; 1949-57) by a margin of 76 votes. Earlier returns had given Clyde Wheeler Jr. (R) a 188-vote plurality in the race. The Oklahoma election board Dec. 15 certified Wickersham's election. (Weekly Report p. 1905)

The House Special Committee to Investigate Campaign Expenditures and Corrupt Practices Dec. 16 recommended, following hearings on the disputed 6th Indiana District race between Rep. J. Edward Roush (D) and George O. Chambers (R), that neither candidate be seated at the beginning of the 87th Congress. The official Indiana certification of results, issued Nov. 15, certified Chambers' election by a margin of 12 votes. Subsequent corrections of county returns reduced Chambers' plurality to 5 votes, and a recount by House Committee investigators of absentee ballots in one precinct reduced Chambers' total another 7 votes, giving Roush an apparent plurality of 2 votes.

In its Dec. 16 statement the Committee said it "could not fairly decide which of the candidates has the majority of the votes and was elected." The Committee recommended that the House direct a full recount of the entire vote in the District. On the basis of the Committee's recommendation, the House leadership is expected to convey a request to Chambers that he not take his seat when the Congress convenes Jan. 3. If he ignores the request, the matter might be put to the House for a vote. In any case, it was expected that the House would either appoint a special committee or direct the House Administration Committee to conduct a recount of the vote, under the authority of Art. I, Sec. 5, of the Constitution, which says, "Each House shall be the judge of the elections, returns and qualifications of its own Members." The full House would vote on whether to accept the recommendation of the committee as to which candidate was elected.

87th Congress Line-up

Following are the party line-ups for the 87th Congress convening Jan. 3:

SENATE*

Democrats	65
Republicans	35

*Senate figures include the appointment of Wyoming Gov. J. J. Hickey (D) to fill the vacancy created by the death of Sen.-elect Keith Thomson (R), and the appointments of Democrats to succeed President-elect John F. Kennedy and Vice President-elect Lyndon B. Johnson.

HOUSE

Democrats	262
Republicans	174
In doubt	1†

† 6th Indiana District. See story above.

NEW LAND PROGRAM DEPENDS ON CONGRESSIONAL ACTION

The Bureau of Land Management has proposed a \$4.1 billion, 52-year program designed to improve the management and use of nearly 500 million acres of the Nation's public lands.

The program -- called Project 2012 -- is primarily a conservation program, and as such helps to fulfill one of the principal responsibilities of the Interior Department, the Bureau's parent agency. Conservation, and the related tasks of management and development of natural resources, is not the assigned job of any one office in the Department. Instead, it is the responsibility of each of its four operational offices in the areas in which they operate.

The four major offices -- Fish and Wildlife, Mineral Resources, Public Land Management, and Water and Power Development -- conduct a coordinated effort to maintain maximum conservation of the Nation's natural resources. The Bureau of Land Management, under the Office of Public Land Management, is specifically charged with managing about 477 million acres of the 800 million acres still under federal ownership. The 477 million acres are called public domain lands and are derived from the public domain states which originally made up the western frontier of the United States. The remaining federally owned lands are managed by other offices in the Interior Department, such as the National Park Service, or by other federal agencies, such as the Agriculture or Defense Departments. In addition to the federally owned lands, BLM manages publicly owned mineral resources on approximately 58 million acres of private lands.

In its management of these lands, the Bureau is responsible for maximum use of resources where the use is in the public interest and consistent with conservation goals. If BLM's efforts duplicate those of another office, such as Fish and Wildlife which may have a preserve on land managed by the Bureau, the two offices are supposed to coordinate and share dual jurisdiction.

Program Proposed

When the Bureau of Land Management Aug. 27 announced Project 2012, it described it as a program designed to provide systematic, balanced and coordinated development and use of public lands and resources, including minerals, timber, forage, wildlife, water and recreation.

Before the program is completed by its target date -- the year 2012 -- BLM has planned to invest a total of \$4.1 billion for conservation (including the construction of dams and fences); increased forage production on range lands; boosted timber yields from publicly owned commercial forests; construction of more than 15,000 miles of roads through public domain lands; and increased recreational facilities. Project 2012 also involves the transfer of certain federal lands to non-federal ownership where the use of the lands, the aggregate resources and the total public interests would be served better by private ownership.

Two major obstacles, however, may prevent its completion: the need for Congress to triple its current annual appropriation for public land management, and the asserted need for certain key legislation which the 86th Congress rejected.

The Bureau, in its report announcing the program, said the rate and the extent of the implementation of the project would be contingent upon public and private demands for lands, the enactment of enabling legislation, the authorization of land transfers currently not permitted and the repeal of laws not suitable to current land-use and tenure needs.

Cost of Program

The Bureau of Land Management receives an annual appropriation from Congress. For fiscal 1961, the appropriation was \$26.3 million and for fiscal 1960 it was \$25.4 million. If the \$4.1 billion which the Bureau expects to spend on Project 2012 is distributed evenly over the 52 years, it would require annual appropriations of \$78,-846,154.

The Bureau told Congressional Quarterly that much of the increase would go into capital investments -- dams, fences and roads -- so that appropriation requests for the program's early years would be higher than those in later years. The Bureau, however, declined to disclose the expenditure breakdown of the program, either by category or year.

The Interior Department submitted Project 2012 to Congress Aug. 27, 1960, only four days before it adjourned Sept. 1, precluding any examination of the proposal by either the House or Senate Interior and Insular Affairs Committees before the 87th Congress convened in January 1961. Sen. James E. Murray (D Mont.), chairman of the Senate Committee, however, Sept. 28 wrote Secretary of the Interior Fred A. Seaton that the program was "late, but welcome" despite the fact that it was "incomplete". Murray said Project 2012 omitted "the most important data needed to insure development of sound land management policies and programs" and asked Seaton to send him the program's investment and operating costs, a state-by-state analysis for both short- and long-term periods and other related information. The Interior Department Dec. 9 agreed to supply the information by Jan. 31, 1961.

Project 2012 developed originally from a request Murray made to the Interior Department. Murray's Committee June 16, 1958 published a special committee report, based on a study prepared by Resources for the Future Inc., a non-profit organization specializing in resource development. The study was called "Full Development of Public Resources". On June 27, 1958, Murray sent the report to the Interior Department asking it to prepare a program for the development of the public domain.

In 1959 members of the Senate Interior and Insular Affairs Committee and representatives of the Interior

Department conferred on the format for the program. The Department had planned to release its program in January 1960, but it was not completed until Aug. 27.

In presenting its program to Congress, the Bureau said Project 2012 had been drafted with the assumption that the Mineral Leasing Act of 1920 and the General Mining Laws of 1872 would continue to be the governing mining legislation. The Mineral Leasing Act set up regulations for leasing federally owned lands having mineral resources and the General Mining Laws control the private acquisition of mineral resources located on federal lands.

The success of the program, the Bureau said, nevertheless was dependent upon enactment of new legislation authorizing BLM to update its land transfer and disposal programs to permit a more efficient use of public lands. Most important of the proposals, the BLM report said, was an Administration-drafted bill (HR 7042) introduced May 11, 1959 by the chairman of the House Interior and Insular Affairs Committee, Rep. Wayne N. Aspinall (D Colo.). HR 7042 would have authorized the Interior Department to classify, segregate and dispose of public lands chiefly valuable for urban and suburban purposes. A companion bill (S 1905) was introduced in the Senate May 11, 1959 by Sen. Murray.

Members of the House Interior and Insular Affairs Public Lands Subcommittee opposed provisions of the House bill which would have permitted the sale of land in 1,280-acre tracts to brokers who then could subdivide them into smaller commercial lots for shopping centers, homes or other suburban or urban uses. The Subcommittee April 21, 1960, after occasional hearings during 1959, shelved the bill, the members indicating they favored federal subdivision of the land and sales directly to the ultimate user.

The Senate Interior and Insular Affairs Committee did not consider S 1905. BLM has not indicated whether it will redraft its proposal to meet the objections of the House Subcommittee.

Following is a list of other legislation recommended by the Bureau which it classed as important, although not necessary, to completion of Project 2012.

- HR 3965 (S 852) -- Prevent undesirable divisions of oil and gas leaseholds.

- HR 6290 -- Amend the Townsite laws to authorize the Secretary of Interior to dispose of any public lands which he determined were more suitable for townsites or additions to existing sites than for their current use. The only public lands excepted would be those in national forests, national parks or wildlife preserves.

- HR 9723 (S 2859) -- Prohibit anyone, without a brokers license, from advertising for a fee the sale or lease of lands administered by the BLM.

- S 3468 -- Authorize the sale at public auction of isolated or disconnected tracts of land not exceeding 1,520 acres each.

Details of Program

Nearly 300 million acres of the 477 million acres under the Bureau's jurisdiction are located in Alaska, approximately 177 million acres in 11 western states and 119,000 acres in other parts of the country.

Specifically, Project 2012 involves programs in six major categories as follows:

Lands -- Reclassify all Bureau lands and transfer some to more appropriate ownership. In order to accomplish this, BLM would:

- Systematically investigate all lands in the public domain not reserved for a specific use, such as a wildlife preserve. The investigation would be made with the intent of eventually increasing recreational value, timber production, watershed management and mineral production.

- Review previous land classifications (e.g., timber, mineral, urban) and reclassify lands where necessary according to current public interests and requirements.

BLM has divided the investigation and reclassification of lands into three stages: Between 1961-65 improve the overall management of the public lands, intensify and improve the training of its staff and adjust the ownership of certain recreational areas to meet the new ownership standards set by the Bureau; between 1966-80 investigate all public lands to determine their public, recreational and private uses and recommend changes in existing land laws to bring them up to date; between 1981-2012 complete the transfer to other owners portions of the Bureau's land which could be used more appropriately for recreational, residential and industrial purposes.

As an additional aspect of its program for improving land management, BLM would ask for jurisdiction, where practical, over lands currently controlled by other federal agencies, in order to ensure proper use.

Minerals -- Inventory all public land mineral resources. Such an inventory, the BLM report said, was important because during the next 50 years the demand for minerals for such uses as atomic power and rocket propulsion would increase.

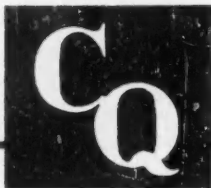
Range management -- Intensify the improvement and conservation of public ranges. BLM predicted this program would increase forage production from an estimated 17 million animal-unit-months in 1959 to 46 million in 2012. This, it said, would permit about a 300 percent increase in the Nation's livestock and big game reserves.

Forests -- Improve forest management and uses. This would increase the annual timber harvest by approximately 200 million board feet -- from 1.1 billion to 1.3 billion board feet -- by 2012, BLM said. The additional harvest would boost timber revenues from \$32 million in 1959 to \$60 million in 2012, the report said.

The Bureau has two classifications of forests: commercial and non-commercial. Lumber companies are permitted to cut timber in the commercial forests for a price. Non-commercial forests must be left intact and are used for watersheds, wildlife refuges and recreation. BLM has jurisdiction over 46 million acres of commercial forests and 114 million acres of non-commercial forests. BLM estimated it would be necessary to reforest 152,000 acres of commercial forests during the next five years in order to put all the commercial forests back into full production.

Recreation -- Improve and expand facilities for all aspects of recreation -- hunting, fishing, camping and picnicking. BLM said it would inventory all lands with a potential for recreation, encourage state lease or purchase of federal lands most appropriate for recreation and cooperate with states for appropriate development of recreational facilities.

Surveys -- Complete surveys of 475 million acres of uncharted public lands and resurvey 53 million acres of public lands in 11 western states in order to facilitate reclassification and sales for urban and suburban uses. BLM is responsible for surveying all federal lands, not just those under its jurisdiction.



Water Problem The Nation's water needs are expected to more than double by 1980 -- climbing to a national consumption rate of 600 billion gallons daily. Experts say the Nation must get more use out of its present sources and find new supplies if it is to meet the water demands of the next half century. A CQ Fact Sheet discusses the current problem and possible solutions -- and a second Fact Sheet describes the process of converting salt water to fresh. (Pages 1979, 1984)

Kennedy's Program

High on the list of programs to go to the new Congress will be medical care for the aged, aid to education, housing, minimum wage and aid to depressed areas. This was announced by President-elect Kennedy following a top strategy meeting Dec. 19-20 with Vice President-elect Johnson, Speaker Rayburn and Senate Majority Whip Mansfield. Other topics discussed: the state of the Nation's economy and jobs for the new Vice President. Kennedy announced that Johnson would head the President's advisory National Aeronautics and Space Council and the Government Contract Committee. (Page 1986)

Electoral Vote

Members of the electoral college meeting Dec. 19 in the 50 state capitals made John F. Kennedy's election as President official. Three hundred votes were cast for Kennedy, 219 for Vice President Richard M. Nixon and 15 for Sen. Harry F. Byrd (D Va.) Hawaii's three electoral votes were not counted in the totals because a recount underway in the state when the electors met appeared to have upset Nixon's narrow victory in the state. (Page 1989)

Project 2012

The Interior Department's Bureau of Land Management has launched a \$4.1 billion, 52 year program -- Project 2012 -- designed to streamline the management and use of about 500 million acres of the Nation's public lands. But the program appears headed for trouble in Congress. The reasons: successful implementation is said to depend upon the enactment of laws Congress previously has turned down and the appropriation of nearly \$80 million a year. A CQ Fact Sheet describes the program and the probable pitfalls that await it. (Page 1990)

Party Line-ups

The party line-ups in the incoming 87th Congress have already been altered by the death of a Senator-elect and the apparent upset of two originally certified House winners on the basis of recounts. The new totals:

SENATE -- Democrats 65; Republicans 35.

HOUSE -- Democrats 262; Republicans 174; in doubt 1. (Page 1989)

Around the Capitol

President-elect Kennedy during the week completed his Cabinet appointments -- by naming J. Edward Day to be Postmaster General -- and filled a number of other top positions. In other developments, President Eisenhower said Cuba could not export any sugar to the United States during the first quarter of 1961.... On Dec. 14, the U.S., Canada and 18 Western European countries set up an Organization for Economic Cooperation and Development to supersede the OEEC. (Page 1986)

In the Committees

A Senate Judiciary Subcommittee continued to investigate a possible conspiracy to control professional boxing.... Senate Judiciary Antitrust and Monopoly Subcommittee Chairman Estes Kefauver (D Tenn.) commended the Food and Drug Administration for regulations, announced Dec. 9, to cover advertising and labeling in the sale of prescription drugs.... And in the House a Special Committee to Investigate Campaign Expenditures and Corrupt Practices held hearings which included testimony on possible curtailment of the length of Presidential campaigns. (Page 1987)

